

136

THE



Child

Monthly News Summary
with

Social Statistics Supplement

[PRINTED SEPARATELY]



SEPTEMBER

1937

Volume 2
Number 3

Published by the

CHILDREN'S BUREAU
U. S. DEPARTMENT OF LABOR
WASHINGTON, D. C.

Volume 2

September 1937

Number 3

CONTENTS

	PAGE
GENERAL CHILD WELFARE	
THE ADVISORY COMMITTEE ON SOCIAL QUESTIONS OF THE LEAGUE OF NATIONS, BY <i>Henry B. Hazard</i> -----	51
NEWS AND READING NOTES -----	53
MINIMUM AGE FOR MARRIAGE RAISED BY NEW STATE LEGISLATION	
PROCEEDINGS OF NATIONAL RECREATION CONGRESS PUBLISHED	
NATIONAL CONGRESS OF COLORED PARENTS AND TEACHERS ISSUES PROCEEDINGS	
BOOK AND PERIODICAL NOTES -----	54
THE SOCIAL-SECURITY PROGRAM FOR CHILDREN	
"CHILD-WELFARE SERVICES" OF THE DISTRICT OF COLUMBIA, BY <i>A. Nadorah Donahue</i> -----	56
RESPONSIBILITY FOR THE NONRESIDENT CRIPPLED CHILD -----	58
BOOK AND PERIODICAL NOTES -----	58
MATERNAL, INFANT, AND CHILD HEALTH	
INFANT MORTALITY IN THE UNITED STATES -----	59
BOOK AND PERIODICAL NOTES -----	60
CHILD LABOR	
REDUCING CHILD LABOR ON CONNECTICUT TOBACCO PLANTATIONS -----	62
SUGAR ACT OF 1937 -----	63
NEWS NOTES—INTERNATIONAL -----	63
INTERNATIONAL CHILD-LABOR STANDARDS RAISED	
I.A.G.L.O. MEETS IN TORONTO	
BOOK AND PERIODICAL NOTES -----	64
SOCIALLY HANDICAPPED CHILDREN	
RECENT LEGISLATION RELATING TO STATE AND COUNTY WELFARE DEPARTMENTS -----	65
BOOK AND PERIODICAL NOTES -----	66
OF CURRENT INTEREST	
WORLD'S FAIR PLANS -----	67
ANNOUNCEMENTS -----	68
FIFTH SEASON OF HEALTH BROADCASTS ANNOUNCED	
NEW APPOINTMENTS TO SOCIAL SECURITY BOARD	
DELEGATES APPOINTED TO INTERNATIONAL CONGRESSES IN ROME	
CONFERENCE CALENDAR -----	68

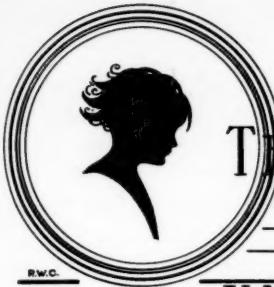
For sale by the Superintendent of Documents, Government Printing Office, Washington, D.C. Price 10 cents a copy; subscription price \$1.00 a year; postage additional outside the United States.

CHILDREN'S BUREAU

KATHARINE F. LENROOT, CHIEF

+

UNITED STATES DEPARTMENT OF LABOR
FRANCES PERKINS
SECRETARY



THE CHILD — MONTHLY NEWS SUMMARY

Volume 2, Number 3

September 1937

GENERAL CHILD WELFARE

THE ADVISORY COMMITTEE ON SOCIAL QUESTIONS OF THE LEAGUE OF NATIONS

BY HENRY B. HAZARD, ASSISTANT TO THE COMMISSIONER OF IMMIGRATION AND NATURALIZATION, UNITED STATES DEPARTMENT OF LABOR

The Advisory Committee on Social Questions of the League of Nations held its first session since its reorganization at Geneva, Switzerland, from April 15 to May 1, 1937.¹ This Committee succeeded the former Advisory Commission for the Protection and Welfare of Children and Young People which had been divided into two committees, the Traffic in Women and Children Committee and the Child-Welfare Committee. The scope of the work of the new Committee is the same as that of the former Commission, its duty being to advise the League Council on two subjects: (a) traffic in women and children (and traffic in obscene publications); and (b) child welfare.

The membership of the former Commission included representatives of 15 Governments and assessors representing 21 international voluntary organizations. Under the reorganization the Advisory Committee is to consist of representatives of not more than 25 Governments and experts nominated as assessors in the field of their special experience. Twenty-one Governments are represented on the Committee. Katharine F. Lenroot, Chief of the Children's Bureau, regular member of the Advisory Committee, was unable to attend and was represented by Henry B. Hazard, Assistant to the Commissioner of Immigration and Naturalization.

Dr. Estrid Hein of Denmark was appointed chairman of the Committee for the 1937 session, M. Yokoyama of Japan, vice-chairman, and Charlotte Whitton,

C.B.E., of Canada, *rapporteur* for the framing of the report of the Committee's deliberations.

Subjects upon the agenda included, in addition to review of the report of the Director of the Social-Questions Section and the annual reports of Governments, general study of the problem of erring and delinquent children, the child born out of wedlock, placing of children in families, suppression of the exploitation of prostitution, and future work of the Committee.

The new Committee spent considerable time in drawing plans for the future on the basis of an admirable survey of the work already accomplished as reviewed by the delegate of Chile, M. Gajardo. The Advisory Committee suggested that its activities should be classified under three headings: A center of international documentation; a center of study which would conduct, direct, or initiate international or national inquiries on social questions; and a center of action to organize cooperation among governments and private organizations dealing with international social questions.

The welfare of the young is such a broad subject that it cannot be studied adequately apart from the welfare of the family. It is closely linked, in many of its aspects, with measures of general social assistance. With these points in mind, the Advisory Committee indicated in outline the various divisions into which the whole subject falls, at the same time realizing that some of its subheads would fall outside of the terms of reference of the Committee. Included in this outline

¹Report on the work of the Committee in 1937 (First Session), reviewed elsewhere in this issue.

are the following headings: The child and the family (general); the protection of maternity and infancy; the protection of the child of preschool age; the protection of the child of school age and the adolescent; the economic protection of the young (including social assistance); leisure and recreation; and the protection of the neglected and the delinquent.

The Committee was encouraged by the comprehensive reports forwarded by 29 Governments dealing with progress in child care and protection in the past year, clearly evidencing a progressive development in the sense of responsibility of the State for the protection of child and family life as vital to its welfare. Generally, there is a tendency to provide for health and welfare measures, including measures of social assistance, as distinct from social insurance, and to increase provision in many countries for the special training of personnel engaged in social welfare and public health. Most significant also is the trend toward governmental measures for the preservation of home and family life. Among the interesting developments reported for the United States was the system of Federal grants to the States under the Social Security Act for aid to dependent children, maternal and child-health services, services for crippled children, and child-welfare services.

The report of the liaison officer with the Health Organization of the League of Nations on the social aspects of health and nutrition dealt with extensive milk inquiries, housing, physical training in its physiological aspects, and maternal mortality.

The delegate of Canada submitted a valuable report for the Mixed Committee on the Problem of Nutrition showing that nutrition as a problem in consumption depends primarily upon the amount of income at the disposal of the family or individual and upon intelligent use of income from the point of view of food and health. The problem was shown to be one of education where the income is reasonably adequate, but one of social assistance and educational effort where income falls below reasonable minimum living standards. A report on juvenile employment and child welfare was submitted by the liaison officer of the International Labor Office and one on the cinema and child welfare by the representative serving as liaison officer with the International Educational Cinematographic Institute.

The study of the problem of erring and delinquent children dealt with principles applicable to the functioning of juvenile courts and similar bodies—their auxiliary services and institutions, age of criminal responsibility, placing of children in families, and child-welfare councils.

A Corresponding Subcommittee, with Mme. J.E. Vajkai as *rapporteur*, and Miss Lenroot and Miss Whitton as members, had been created at the 1936 session for continuance of the study of placing of children in families. Miss Whitton, by agreement of the Subcommittee, presented at the 1937 session material prepared, without expense to the Committee, by experts. This consisted of the first 3 chapters of the report prepared in Canada by Robert E. Mills, Director of the Children's Aid Society of Toronto and member of the board of the Canadian Welfare Council; a chapter prepared by Elsa Castendyck, of the United States Children's Bureau; and descriptions of child placing in eight countries on which preliminary work by Anna Kalet Smith, also of the United States Children's Bureau, had been completed.

After general discussion by the Advisory Committee of the outline and proposed procedure, in view of the importance of the subject, this material was referred to a special subcommittee with the delegates of Canada and the United States among the membership. On the subcommittee's recommendations, the Advisory Committee decided to invite Miss Whitton to act as *rapporteur* for the subject of the placing of children in families, to give this study priority on the agenda of 1938 with a reservation of at least 2 days for discussion at that time, and to make arrangements to assure the continued collaboration of Mme. Vajkai as expert. The Committee also decided to have a detailed plan of work concerning study of the child born out of wedlock submitted for consideration at its 1938 session.

Progress in international legislation concerning traffic in women and children was reported by the Director of the Social-Questions Section, including ratifications by certain countries of conventions upon the subject, and progress in the abolition of licensed and tolerated houses in various countries. The French delegate gave the outline of the French draft law on the prophylaxis of venereal disease, which was accompanied by a statement to the effect that the great majority of doctors and legal men agree in accepting the solutions championed

so long and with such enthusiasm by the proponents of the "abolitionist" theory, and that it appears today from experience in a large number of foreign countries, as well as in a certain number of French towns, that the "regulationist" system could be relinquished without any aggravation of the danger which it seeks to circumvent. The Japanese delegate stated that, encouraged by the very marked tendency of public opinion in favor of the abolition of licensed or tolerated houses, the Japanese Government foresaw their total abolition in the near future. The Mexican delegate declared that Mexico was in process of changing from regulation to total abolition, and the Chinese delegate repeated that the policy of his country was in principle abolitionist.

The Director of the Social-Questions Section reported the results of the Conference of Central Authorities in Eastern Countries held in February 1937 at Bandoeng, Java.² The committee expressed unanimous approval of the way in which the conference was prepared and carried out, and satisfaction with the results of the conference. Spe-

cial stress was laid on the importance of the resolution of the conference dealing with the abolition of licensed houses of prostitution, which marks a significant development and is in conformity with the important convention which the Advisory Committee then had under consideration.

A draft international convention for the suppression of the exploitation of prostitution was discussed and referred to a subcommittee representing six Governments, including the United States, to formulate a definitive draft. This is to cover particularly the activities of the *souteneur* and all persons who are concerned in the keeping of brothels. The subcommittee met at Paris in June 1937 and agreed to the language of a convention to be submitted to the League Council with a view to having it referred to Governments, members and non-members of the League, for new examination. The Advisory Committee agreed to request the Council to instruct the Secretary General to place on the agenda of the ordinary meeting of the League Assembly in 1938 the question of the convocation of an intergovernmental conference for the conclusion of a convention on this subject. The next meeting of the Advisory Committee on Social Questions is scheduled to convene April 21, 1938.

²Notes on the Conference of Central Authorities in Far-Eastern Countries, Convened by the League of Nations, at Bandoeng, Java, in February 1937, reviewed elsewhere in this issue.

NEWS AND READING NOTES

Minimum age for marriage raised by new State legislation

Two States and the District of Columbia raised the statutory minimum marriage age by laws passed in 1937, according to information now available.

In the District of Columbia and in Rhode Island the minimum marriage age was raised to 18 years for boys and 16 years for girls, and in Tennessee it was raised to 16 years for both boys and girls. The new laws in Rhode Island and in Tennessee provide that judicial consent be required for the marriage of children under the minimum marriage age.

Proceedings of National Recreation Congress published

Proceedings of the Twenty-second National Recreation Congress (National Recreation Association, 315 Fourth Ave., New York, 1937, 151 pp.) contains papers given by John H. Finley, Aubrey Williams, Dr. Edwin C. Broome, V. K. Brown,

Ernst Hermann, Hon. Harold G. Hoffman, Dr. Melvin E. Haggerty, Rabbi Abba Hillel Silver, and Dr. James S. Plant.

Summaries of discussion groups cover many topics, including recreation requirements for modern youth, problems in rural recreation, camping, adequate recreation for colored groups, nature activities, musical possibilities, arts and crafts, programs for industrial employees, and personnel and administrative problems.

National Congress of Colored Parents and Teachers issues proceedings

Proceedings of the Annual Conventions of the National Congress of Colored Parents and Teachers 1927 to 1936 (20 Boulevard, NE., Atlanta, 1937; various paging) contains the minutes of all annual sessions since the founding of the National Congress of Colored Parents and Teachers.

BOOK AND PERIODICAL NOTES

A. Social-Work Techniques

PERSONALITY AND THE CULTURAL PATTERN, by James S. Plant, M.D. Commonwealth Fund, New York, 1937. 432 pp. \$2.50.

The book is divided into three parts: "A new approach to the understanding of the personality"; "Examples of the interaction of the personality and the environment"; and "Towards an individual-centered culture." In the third part are discussed the several social institutions--the family, the school, recreation, law and order, social work, medicine, the Church, and industry. The book closes with a discussion of "Education for Change."

The author, who is Director of the Essex County Juvenile Clinic, states that this book recapitulates a developing point of view over the last 14 years, during which time some thousands of children and their parents have talked over their problems with the staff of the clinic, and the staff have conducted discussions as to findings with groups of social workers, teachers, physicians, nurses, employers, and parents.

It is impossible to do justice to the thought-provoking character of the book in a brief review. The author is convinced that the usual psychiatric formulations for the problems of children are inadequate. For the amelioration of environmental pressures he believes it is necessary to see conduct as a symptom, as a necessary sequel of the pressure which the institution is placing upon the individual. As a new source for data on the personality, he suggests what can be learned from the individual at the moment of his first and perhaps temporary break with his environment--the "casual breakdown." It is suggested that the truancy, lying, or stealing of the casual breakdown be studied as the "normal reactions of normal people to abnormal conditions."

Changing the environment to meet the needs of the individual is believed to be perhaps a more possible task than attempts to modify the personality "artificially." An "individual-centered world" is described as "a world in which events and institutions are seen in the light of what they mean to the lives of people."

One of the most valuable aspects of the discussion, from the point of view of clinical analysis

of environmental pressures on the personality, is the distinction drawn between the concept of security, or "belongingness," and the concept of "adequacy," with the inverse concepts of insecurity and inadequacy as basic factors in individual breakdown.

The search for meanings and relationships is described as fundamental in the practice of medicine, psychiatry, social work; in the family, the school, religion; and in the work of law and order agencies and recreational agencies. The author believes that social work stands at the cross roads. "Because it alone of the social institutions ministers to all aspects of the individual's adjustment it is yet free to see and develop its twofold task." This task is described as the "constant stream of valid information as to what the pressures of the various institutional structures mean to the individual; and as its contribution to the client in terms of a living through of the problems of adjustment in which worker and client alike share in the dangers and triumphs of the quest." If, on the other hand, social work crystallizes about one of the needs of all people, as, for example, financial security, it will gain prestige but its value as a source of research material will disappear and its value to the client will seriously shrink.

K.F.L.

THE SHORT CONTACT IN SOCIAL CASEWORK; a study of treatment in time-limited relationships in social work, by Robert S. Wilson, Ph.D. National Association for Travelers Aid and Transient Service, New York, 1937. 201 pp. \$2.50 per set.

This material is the outgrowth of the efforts of the Training Committee of the National Association for Travelers Aid and Transient Service. Part of the study was devoted to the short contact as it is used in social case work where time for various reasons is limited. Volume 1, Theory, discusses the theory of the short contact, its definition, philosophy, and technique, and its application particularly to travelers aid and public assistance. The appendix deals with this type of contact in medical social work and in the service of the home economist.

Volume 2, Cases, contains 25 illustrative records, grouped to illustrate treatment completed in a limited time, cases transferred to other agencies, and cases where applications were rejected.

DEVELOPMENT OF LANGUAGE AND VOCABULARY IN YOUNG CHILDREN, by Harold M. Williams, Ph.D., Mary L. McFarland, and Marguerite F. Little. *Studies in Child Welfare*, vol. 13, no. 2. University of Iowa, Iowa City, 1937. 94 pp.

Parts 1 and 2 of this study are concerned with the theoretical and technical questions involved in analyzing the speech sound of young children and with the steps by which new methods of measurement have been developed. Part 3 presents a revision of the Smith vocabulary test for preschool children. Part 4 comprises an account of the construction and utilization of a new scale of language achievement, applicable from birth to six years. Manuals for the use of the scales are included in the monograph. Photographic materials may be obtained from the Iowa Child-Welfare Research Station at cost.

SOUND RECORD SYSTEMS FOR GROUP-WORK AGENCIES, by Edna d'Isertelle. *Better Times*, vol. 18, no. 36 (June 7, 1937), pp. 15-16.

These suggestions for working out and judging record-keeping systems for group-work agencies are presented by the chairman of the Committee on Group-Work Recording, Girls' and Boys' Work Section, Welfare Council of the City of New York, and adviser on local organization for the Girl Scouts.

B. International Child Welfare

SOME AMERICAN PIONEERS IN SOCIAL WELFARE: Select Documents with Editorial Notes, by Edith Abbott. University of Chicago Press, Chicago, 1937. 189pp.

"The material in this volume may be called a 'preprint' from a documentary history of social welfare in England and America which will be published during the year 1938." It contains articles on Benjamin Rush, Benjamin Franklin, Thomas Eddy, Stephen Girard, Samuel Gridley Howe, Dorothea L. Dix, and Charles Loring Brace.

REPORT ON THE WORK OF THE COMMITTEE IN 1937 (FIRST SESSION). Advisory Committee on Social Questions. Series of League of Nations Publications IV. Social 1937. IV, 5. Geneva, 1937. 39 pp.

This is the official report of the first session of the Advisory Committee on Social Questions of the League of Nations since its reorganization in 1936. In it, the *rapporteur*, Charlotte Whitton, delegate of Canada, has presented in highly condensed form the essentials of the mass of material presented at the meetings.

Section 1 covers the administration and organization of the Committee. In sections 2, 3, and 4,

the reports presented and the deliberations of the Committee are summarized under three general headings: The normal life of the child in the family; children and young persons in danger of neglect or delinquency; and traffic in women and children. Section 5 contains resolutions adopted by the Committee. There are also five appendices, containing the agenda, outlines for special studies being conducted by the Committee, and a report on the Conference of Central Authorities in Eastern Countries.

NOTES ON THE CONFERENCE OF CENTRAL AUTHORITIES IN FAR-EASTERN COUNTRIES, CONVENED BY THE LEAGUE OF NATIONS AT BANDOENG, JAVA, IN FEBRUARY 1937. Issued by Association for Moral and Social Hygiene in India, New Delhi, India, 1937. (International Headquarters, Rue de l'Hotel de Ville 8, Geneva). 19 pp.

Events leading up to the Conference of Far Eastern Authorities in Java are summarized in this report. The statement submitted by the Association for Moral and Social Hygiene in India is given in full. This statement discusses changes in traffic in women and children in India since 1931, prevention of traffic in women and children through the control of migration, the possibility of abolishing licensed houses in the East, and the position of Russian women in the Far East.

The agenda of the conference and its conclusions and recommendations are also given. The conference declared itself in favor of the ultimate abolition of prostitution.

MEMORIA DEL VII CONGRESO PANAMERICANO DEL NIÑO REUNIDO EN LA CIUDAD DE MEXICO DEL 12 AL 19 OCTUBRE DE 1935. Talleres Graficos de la Nacion, Mexico, 1937 Tomo I, 1157 pp.; Tomo II, 637 pp.

The two volumes of the proceedings of the Seventh Pan American Child Congress held in Mexico City in October 1935 are now available. Some of the papers which were delivered in English are printed in both English and Spanish, and a summary of conclusions of some of the Spanish papers is given in English. The section on prenatal hygiene includes a report on mortality among prematurely born infants by Ethel C. Dunham, M.D. The section on social services includes papers by Katharine F. Lenroot on national and international services in behalf of American childhood; by Sophonisba P. Breckinridge on professional education for child-welfare workers; and by Ruth Evelyn Henderson on children's work for children, a report of the American Junior Red Cross.

THE SOCIAL SECURITY PROGRAM FOR CHILDREN

"CHILD-WELFARE SERVICES" IN THE DISTRICT OF COLUMBIA

BY A. MADORAH DONAHUE, DIRECTOR, CHILD-WELFARE DEMONSTRATION UNIT,
BOARD OF PUBLIC WELFARE OF THE DISTRICT OF COLUMBIA

Ed. Note.--The District of Columbia was specifically named in the Social Security Act as being eligible for participation in the child-welfare services and other services for children on the same basis as any State.

The child-welfare demonstration provided for by grant of social-security funds from the Children's Bureau has given the Board of Public Welfare of the District of Columbia a long-wanted opportunity. Although the Child-Welfare Division of the Board for many years has given protective service to children, its limited resources have made adequate service impossible. The project is a demonstration in coordinating community resources in case work for the prevention of child dependency, neglect, and delinquency. Its purpose is to establish the pattern for a well-coordinated service to children in need of public protection and care and to stimulate lay groups in the community to work for correction of conditions contributing to child-welfare problems. Because it is not possible with the available staff to carry on a demonstration throughout the city, an area comprising eight census tracts in the northeastern section was chosen.

The Board of Public Welfare desired to undertake this plan because there have developed in the District of Columbia policies by which a disproportionate number of dependent children are cared for away from their own families. In its latest census of dependent children the Bureau of the Census as of December 31, 1933, showed that 1,966 children in the District of Columbia were cared for in institutions or foster homes. This means that because of dependency or neglect 16 of every 1,000 children under 18 years of age in the population of the District are cared for away from their own homes by public and private organizations.

The District has also a high ratio of delinquency. Two factors have contributed to this: (1) the absence of public home relief until 1932 and (2) the large number of private institutional resources and the public care available for dependent and neglected children outside their homes.

The result has been little recognition and treatment of child-welfare problems as related to the home. The situation has been further complicated by the statutory requirement for a judicial finding of dependency, neglect, or delinquency before funds may be used for foster care.

An administrative set-up has been provided to give careful study and skillful case-work services to a limited number of children. Before the type of project was decided the Board of Public Welfare sought the assistance of an advisory committee made up of executives of local public and private agencies. After the unit was organized a case committee was built up, composed of case-work supervisors in the local family-service and child-protective agencies. This committee has met regularly since December 1936, helping to define intake and guiding the work. Early in its activities three lay persons with special interest in social work and civic progress were added to the group.

Perhaps the most significant development in the case-work service has been the progress in coordinating the work of the Demonstration Unit with the services of private and public agencies. Through the case committee representatives of the different family and protective agencies have been brought together for case discussions. Members of the group have expressed the opinion that the case committee is an instrument for clarifying issues in the whole field of case-work service for children in the community and for securing needed coordination of services.

A few instances of the ways in which the services of several agencies dealing with one family have actually been coordinated may prove interesting.

Two brothers aged 13 and 14 years were referred to the unit by the social-service department of a hospital through a psychologist on the staff of its guidance clinic. All direct contact with the family is through the case worker from the unit, and through the social inquiry made by the unit coordination of services has been planned. In this plan have been integrated the interest of doctors and of the social-service department of a second

hospital where the mother has been a patient, of the psychologist responsible for institutional placement in another city of the older boy, and of a local parish organization of the church attended by the family.

Another situation involves three brothers aged 9, 12, and 14 years, referred to the child-welfare unit by the Police Department as delinquency problems. The youngest boy, a post-encephalitis case, was very soon placed in a convalescent home for study and for needed care. It was recommended that he be placed for a fairly long time away from the parental home, in an environment which would eliminate the stress incident to living in the ordinary family home and attending the regular elementary school. A local private protective agency has accepted this child and is paying for an initial placement of several months in a 24-hour-a-day school where conditions will be almost ideal for him. This includes acceptance by the private agency of the information and recommendation of the Demonstration Unit. During the initial placement decision will be made whether this cooperative arrangement, with supervision of the child by the Demonstration Unit, will continue or whether the case should be transferred entirely to the private agency. The other two brothers went during the summer to the camp operated by the boys' clubs of the Police Department and will be given membership cards in one of these clubs.

A colored women's club asked that service and assistance be given to a colored family so that the mother, who was out working daily, could be at home with her children. The father, though a steady worker, has a very low earning capacity. The representative of one of the private family agencies called attention to information in the record of her agency which indicated that whenever there was adequate income in this family the mother was at home and was able to attend to the health and other needs of the children. The discussion resulted in the reopening of the case by this agency with a plan for service and financial assistance for a period of at least 2 years.

Cooperative arrangements have been effected by the Demonstration Unit with several branches of the public service and are working out satisfactorily. The Public-Assistance Division of the Board of Public Welfare gives relief when needed in families served by the case worker of the unit. When it is necessary for the Public Assistance Division to visit a family regarding expenditure of public funds, the visit is made jointly by the workers of the two departments. The Department of School Attendance is leaving to the Demonstration Unit direct contact with families known to these two offices. The nursing service of the Health Department interchanges information on health problems

within the family with social information acquired by the Demonstration Unit. Cases have been referred to the unit by the Police Department, the schools, divisions of the Board of Public Welfare, private agencies, and civic groups.

The problems presented in the situations dealt with by the unit may be classified generally as problems of the children and problems in family life. Problems of the children have been mainly petty stealing, truancy (not extreme) or other school difficulties, health problems, dissatisfactions apparently traceable to the child's limitations, and immature attitudes with too great dependence on the mother. The problems in family life are found in the main to be related to mental and physical health of the parents and to marital difficulties. The few instances noted of character defects appear to be due to limitations of the parents or to problems of mental or physical health.

The concern of the unit regarding the case-work service now is chiefly with the types of problems referred to it. The cases selected, as the project continues, should be those showing incipient problems, rather than those marked by problems of long standing. A few cases of incipient problems have been dealt with. The majority of cases have presented problems which have been developing over a long period of time and which call for a rather long-continued service to the family. Apparently many of the problems that later develop into situations requiring court action as the means of handling neglect or dependency are not being brought early to agency attention. How to divert more of these to the Demonstration Unit in their early stages is now our problem.

Members of the case committee have expressed the opinion that the unit should take only situations which indicate a response to case-work service in a reasonable time, probably within a 6- or 8-month period. Whether the unit should continue in a demonstration to carry problems not of this type must be worked out with the participating local agencies.

From this cooperative experience should come such changes in the law under which the Board of Welfare operates and such additional personnel as will enable the public agency to develop a strong protective service. This would lessen considerably the need for commitment of children as wards of the public agency.

RESPONSIBILITY FOR THE NONRESIDENT CRIPPLED CHILD

Reciprocal agreements between States in regard to services for individual crippled children whose parents have not yet acquired residence in a State to which they have moved or who are living temporarily in a State in which they are not legal residents are being developed under the social-security program.

If a child eligible for medical care is a bona fide resident of a State administering a program of services for crippled children under the Social Security Act, it has appeared to be a desirable policy for the official agency in that State to assume responsibility for meeting the cost of medical care until the family has established residence in the State to which it has moved or until the child has returned to his home State. Federal funds brought into the State program on a matching basis under the Social Security Act can be expended for this purpose. In such instances, the quality of services can be safeguarded by the official agency in the State where the child is receiving medical care. The development of such policies means that crippled children will not be denied the necessary medical care because of residence restrictions. This is undoubtedly the intent of the social-security legislation.

One such reciprocal agreement is that concerning Lucy May.

Lucy May was first examined at a North Carolina clinic for crippled children when she was only a year old. Her right knee was stiff and swollen. The orthopedic surgeon diagnosed the case and advised hospitalization. It was several months before facilities for hospitalization through the services for crippled children established by the State agency under the Social Security Act became available. When at length a bed was available, Lucy May and

her family could not be found. It was finally discovered that they had moved to Colorado, hoping to benefit Lucy May. But in Colorado she was not eligible for assistance until her family had established a year's residence.

Fortunately, it was possible to work out a reciprocal agreement between the two States concerned, through the patience and cooperation of the State agencies and of the county in Colorado to which the family moved. The medical social worker attached to the Colorado agency arranged for Lucy May's care in the county hospital, since the State law did not permit it to assume the responsibility until residence was established. The county was reimbursed for this first hospitalization by the North Carolina agency at a per diem rate agreed upon, which did not exceed the North Carolina rate.

North Carolina agreed to finance further needed care until a year's residence was established in Colorado or until the family returned to North Carolina, on condition that the North Carolina agency be given advance notice of indicated needs with the privilege of approving or disapproving the expenditures involved.

In acknowledging this agreement, the Colorado agency pointed out: "The acceptance by your State of this first responsibility will materially aid other States in formulating a similar . . . policy with the hope that care for all crippled children will be assured wherever they are in the United States."

The Nebraska State plan for services for crippled children under the Social Security Act now includes a provision that the State agency will assume financial responsibility for needed medical care for children whose families are legal residents of Nebraska but who are temporarily living in another State. It is hoped that other States will adopt similar provisions in their State plans in order to facilitate the handling of cases of this nature.

BOOK AND PERIODICAL NOTES

SOCIAL SECURITY IN AMERICA; the factual background of the Social Security Act as summarized from staff reports to the Committee on Economic Security. Publication No. 20, Social Security Board. Washington, 1937. 592 pp. For sale by Superintendent of Documents, at 75 cents (paper).

The purpose of this publication is to make available to interested persons the most important part of the data gathered by the staff of the Committee on Economic Security in 1934, and to provide

a partial statement of the factual background underlying the Social Security Act itself. The staff studies have not heretofore been published in any collected form.

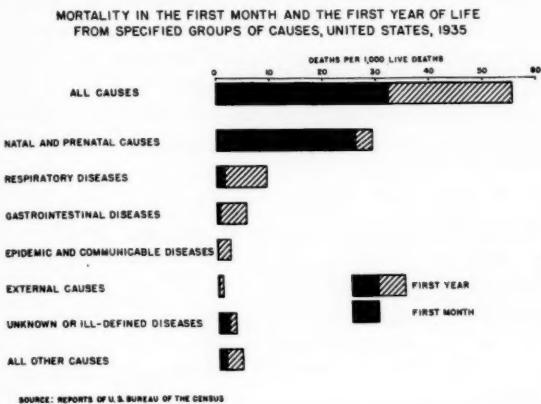
The part entitled "Security for Children" is based on material provided by the Children's Bureau. This describes existing facilities and needs in the fields of aid to dependent children, welfare services for children needing special care, and maternal and child-health services.

MATERNAL, INFANT, AND CHILD HEALTH

INFANT MORTALITY IN THE UNITED STATES

Infant-mortality figures for 1935 show that prenatal and natal causes were responsible for more than half of the deaths of infants in the first year, and about four-fifths of the deaths of infants in the first month of life. The mortality

The infant mortality rate in 1935 in rural areas was 57 per 1,000 live births as compared with 54 in urban areas. Prior to 1929 urban rates were higher than rural. Infant mortality rates in both urban and rural areas have decreased but the rate of decrease has been significantly faster in urban than in rural areas. The decrease in both urban and rural districts has been largely due to reduction in mortality from gastrointestinal diseases but the rate of decrease has been greater in the cities than in country districts.



rate from these conditions, which include premature birth, congenital malformations, injury at birth, congenital debility, other diseases of early infancy, syphilis, and tetanus, was 29.3 for the first year and 26.1 for the first month. Respiratory diseases were second in importance as a cause of death among infants both in the first year and the first month of life. Gastrointestinal conditions were third in importance.

Urban and Rural Variations

Of the 2,155,105 infants born alive in 1935 in the United States, according to census figures, 1,157,773 (54 percent) were born in rural areas and 997,332 (46 percent) were born in cities with 10,000 or more population. Physicians attended 81 percent of the births in rural areas as compared with 95 percent of the births in cities. Midwives attended 17 percent of the births in rural areas and 3 percent of the births in cities. Of the births in rural areas only 11 percent occurred in hospitals as compared with 67 percent of the births in cities.

Of the 120,138 infant deaths in the United States in 1935, 66,299 (55 percent) occurred in rural areas and 53,839 (45 percent) in cities.

Variations Between Negroes and Whites¹

Each year more than 250,000 Negro infants are born alive in the United States. In 1935, of the 2,155,105 live births registered, 1,888,012 (88 percent) were white infants and 255,124 (12 percent) were Negro infants. Almost two-thirds of these Negro infants were born in rural areas of the South, but in every large southern city and in



many large northern cities many Negro infants are born each year.

Of the Negro live births in 1935, 56 percent were attended by midwives and 43 percent by physicians. Only 17 percent of the Negro live births occurred in hospitals. Of the white live births 94 percent were attended by physicians (40 percent by physicians in hospitals).

¹ See *Infant and Maternal Mortality Among Negroes*, by Elizabeth C. Tandy, D.Sc. Children's Bureau Publication No. 283. Washington, 1937. 28 pp. (in press.)

The results of special research on infant and maternal mortality among Negroes, based on statistics issued by the Bureau of the Census and on statistics from the special study of causes of still-birth in hospitals are especially pertinent in relation to the maternal and child-health programs being developed under the Social Security Act. Practically all States with large Negro populations are giving special attention to the problems of mortality among Negro infants and mothers.

The mortality rate of Negro infants in the United States, 1933-35, was 86 per 1,000 live births as compared with 53 for white infants. In every State with 500 or more Negro live births annually the mortality rate of Negro infants was in

excess of that for white infants. In the District of Columbia and 2 States the mortality rate of Negro infants was more than double, and in 18 other States more than 50 percent higher than, that for white infants. More than half of the deaths among Negro infants occurred in the first month of life. The neonatal mortality rate for Negro infants was 45 per 1,000 live births as compared with 32 for white infants. Mortality rates from every type of cause were higher among Negro infants than among white infants. The mortality among Negro infants in each period of the first year of life decreased greatly during the period 1915-35, but the 1935 rates were practically as high as those for white infants in the earliest years of record.

BOOK AND PERIODICAL NOTES

(Maternal, Infant, and Child Health)

REVIEW OF RURAL HEALTH PRACTICE, by Harry S. Mustard, M.D. Commonwealth Fund, New York, 1936. 603 pp. Price, \$4.

Many of the publications dealing with public-health problems have been written by persons most familiar with conditions in the larger towns and cities. Dr. Mustard's book is directed to the rural worker. In the chapter on the maternity-hygiene program, for instance, the midwife question is presented from the point of view of the rural health administrator:

The medical profession does not look kindly upon the midwife nor does the public-health organization, although their attitudes differ. The rural physician in general would say that somebody ought to pass a law prohibiting midwives from practicing, and to a certain extent he is probably right. The rural health department is perhaps more philosophic, though not less concerned. The public-health administrator would be glad to see the service of midwives replaced by high-grade obstetrics. At the same time, he recognizes that the midwife is inextricably bound up in custom and tradition, that her presence is more or less demanded by economic stress, on the one hand, and a low public educational level, on the other; and that even though these factors may be gradually offset, the midwife can be made to disappear no more quickly than medical service is supplied for those women who, in the absence of a midwife, would have to face confinement without any attendant. It is one of those questions which can be met only by systematized public action.

Regarding intrapartum service, Dr. Mustard states:

One of the greatest weaknesses in rural maternity service is that it does not, as a rule, render assistance at the time of labor. From the administrative standpoint, the one physician and one or two nurses found on the rural health department staff would have no time for other activities if deliveries were undertaken as a routine. But aside from these considerations, it stands out quite clearly that the health-department program leaves a wide gap when it furnishes antepartum and postpartum services but at the extremely important time of delivery does not function. Delivery service, including nursing assistance, should be supplied by the health department from public funds for those otherwise unable to obtain it.

PUBLIC-WELFARE AGENCIES AND HOSPITALS; a study in relationships, by Nelle L. Williams. American Public Welfare Association. Chicago, 1937. 54 pp. 50 cents.

Underlying Miss Williams' study, which was made under the supervision of the committee on hospital relationships of the American Public Welfare Association, is the general question of using public funds for nongovernmental hospitals.

The purpose of the study is to describe examples of local and State plans through which public funds were used to furnish hospital service, to indicate the basis and rates of payment employed, and to ascertain the administrative problems and

difficulties encountered from the point of view of welfare agencies on the one hand and the hospitals on the other. The study brings out policies and problems which may suggest methods serviceable to welfare officials and hospital administrators elsewhere, as well as difficulties that may be avoided.

HANDBOOK OF ORTHOPAEDIC SURGERY, by Alfred Rives Shands, Jr., M.D., and Richard Beverly Raney, M.D. The C.V. Mosby Co., St. Louis, 1937. 593 pp. \$5.

This book was compiled by Dr. Shands and Dr. Raney to serve as a ready reference book for practitioners and for advanced students in medical schools. As indicated by the title, this is a "handbook" and not a complete treatise. The attempt has been made to give the essentials of all orthopedic conditions and to allow the investigator to proceed further by means of articles referred to in the bibliography. The bibliography is sufficiently general and complete to offer opportunity for further intensive study of any subject in the field.

The text has had the benefit of review and criticism from a large group of well-known practitioners and teachers of orthopedic surgery. The chapter arrangement is based on a combined system of grouping subjects.

A.V.

REPORT OF HOSPITAL SURVEY FOR NEW YORK. Volume 2. Study Committee, United Hospital Fund. New York, 1937. 1246 pp.

In this volume the results of a study made for the United Hospital Fund under the direction of Haven Emerson, M.D., are presented. The study covers present hospital facilities and future needs of New York City and its metropolitan areas.

Extensive and detailed conclusions and recommendations are given, covering all aspects of hospital care, as well as out-patient service and medical care of the sick in their homes.

Basic to the recommendations concerning hospitals is a recommendation that a planning group be set up to review and pass upon all proposals for major capital expenditures in the interest of organized care of the sick, especially those for increasing bed capacity of voluntary municipal and county hospitals. It is further recommended that

the needed increase in hospital facilities for the sick poor be accomplished (1) by diverting to ward service some of the private beds in voluntary hospitals caring for public charges; (2) by using for public charges suitable voluntary hospitals; and (3) by increasing bed capacity of municipal hospitals.

In connection with maternity care it is recommended that more effective supervision be maintained by State and local authorities over small voluntary and proprietary hospitals giving maternal care in order that higher standards of professional care may be required; that prenatal facilities be made available on a district or neighborhood basis; and that voluntary hospitals be remunerated from public funds for care of maternity cases eligible for free care whether admitted as emergency cases or as prenatal patients.

EXAMINATION OF THE CHILD, by Joseph Brennemann, M.D. Reprinted from Brennemann's Practice of Pediatrics, vol. 1, chapter 19. W.F. Prior Co., Hagerstown, Md. 40 pp.

The Children's Bureau has available for distribution a limited supply of reprints of Dr. Brennemann's article on the examination of the child which appeared in Practice of Pediatrics. This covers the taking of the history, general rules of procedure, and a detailed account of the method of the physical examination itself.

THE EFFECT OF FAMILY INCOME ON A CHILD'S GROWTH, by Martha M. Eliot, M.D. *Medical Woman's Journal*, vol. 44, no. 8 (August 1937), pp. 221-224.

This paper was given as a radio address April 21, 1937, in a series under the joint auspices of the National Congress of Parents and Teachers, the American Academy of Pediatrics, and the National Broadcasting Company. On the basis of studies made by the Children's Bureau, Dr. Eliot shows that "adequate family incomes are indispensable if children are to have their right to a fair start in life and opportunities for normal growth and development. But income alone is not enough. It must be accompanied by more adequate organization of the Nation's resources to provide in rural and needy communities the health and social services, the schools and playgrounds that only the community can provide."

CHILD LABOR

REDUCING CHILD LABOR ON CONNECTICUT TOBACCO PLANTATIONS

Child labor has long been used in tobacco cultivation. In recent years the State of Connecticut, where there are large tobacco plantations and where the child-labor law does not apply to employment in industrialized agriculture, has developed a program which has reduced markedly the amount of child labor used in growing tobacco. This program, dating from 1932, rests on agreements entered into by the Connecticut Department of Labor with individual growers, by which the growers agree not to employ children under 14 years of age. Approximately 90 percent of the growers signed these agreements in 1932 and they have been renewed annually.

With the consent of the growers the State Department of Labor from season to season has inspected the tobacco plantations for child labor and also for violations of labor laws. Through the cooperation of the State Department of Health, which has full authority to enforce sanitary standards, living accommodations have also been inspected. This program of voluntary control is being continued through the present crop season, according to communications received from the Connecticut Department of Labor.

The extent to which this program has been effective and also its shortcomings are indicated in a report of the Connecticut Department of Labor describing the working and living conditions on eight tobacco farms inspected in July 1936.

According to this report, child labor is far less common than before the signing of the child-labor agreements. Formerly many children 8 or 9 years of age worked in the fields. On the eight plantations inspected in July 1936 only a few children reported as being under 14 years of age were found at work. However, foremen stated that some of the boys and girls probably misrepresented their ages, since the children knew that they should be at least 14 years old to secure employment. On only one plantation did the employer require children under any circumstances to verify their stated ages by presenting birth certificates.

The Connecticut Department of Labor reported wages paid to tobacco workers on these eight farms in 1936. Unskilled workers in the sheds were

paid from \$1.25 to \$1.75 per day. Girls and women who worked in the drying sheds sewing tobacco leaves together and stringing them on racks were paid on a piece-rate basis and earned about \$1.80 a day in their first season and about \$2.50 a day in their second. The pickers working in the humid air under the tents shading the growing tobacco received from \$1.25 to \$2 a day. These were frequently school boys on vacation. The older boys who dragged the baskets of leaves to the wagons earned from \$2 to \$2.50 a day. In some instances, boys were paid a lower rate than men for the same type of work.

The employees on five of the eight plantations inspected worked 9 hours a day and 54 hours a week; two plantations operated on a 9½-hour day and 57-hour week; and one, on a 10-hour day and 60-hour week. Two of the three plantations where the longer work week prevailed were the ones where apparently the least effort was made to avoid hiring very young workers.

Many of the tobacco workers were transported daily to the plantation from neighboring towns and cities by company trucks which were often dangerously overcrowded. Others moved to the plantations for the working season. In some cases boys and girls came without their parents and lived at the plantations in boarding houses operated by the growers or leased to boarding-house keepers.

Although voluntary cooperation of the growers, the State, and civic organizations has resulted in a definite reduction in child labor and has brought about some improvement in living conditions on the tobacco farms, the Connecticut Department of Labor does not believe that such voluntary cooperation is a satisfactory substitute for legislative regulation of labor conditions in this industry.

The Department is recommending that State legislation be enacted to regulate employment on tobacco plantations. Its specific recommendations for this industry are that no child under 14 years of age be employed, that minors under 18 years of age be required to have employment certificates, that hours of work for women and for minors under 18 be limited to 9 a day and 48 a week, that the

facilities provided for housing and transportation of workers be safe and adequate, and that separate boarding houses for male and female workers not living in family groups be provided and be supervised by suitable persons.

SUGAR ACT OF 1937

On September 1, 1937, the President signed the Sugar Act of 1937, which establishes sugar quotas, levies a tax on the manufacture of sugar, and authorizes conditional payments to producers of sugar cane and sugar beets. Certain labor stan-

dards are included among the conditions with which producers must comply in the production of sugar beets or sugar cane with respect to which such payments are made. These include prohibition of the employment of children under 14 years and a maximum 8-hour day for children between 14 and 16 years of age. Members of the immediate family of the legal owner of at least 40 per cent of the crop at the time the work was performed are exempted from the child-labor provisions. Authority is given to the Secretary of Agriculture to fix minimum-wage rates for all employees working in the production of sugar beets or sugar cane. Public No. 414, 75th Congress, 1st Session.

NEWS NOTES — INTERNATIONAL

International child-labor standards raised

At the June 1937 session of the International Labor Conference the question of raising the standards for both industrial and non-industrial employment of minors was considered. Two revised conventions were adopted. These raise the minimum age for entrance into industrial and nonindustrial occupations from 14 to 15 years, provide protection from hazardous occupations for boys and girls of 16 and 17 years, and require that age records be kept for minors under 18 years of age.

A proposed exemption to the industrial convention, which would have permitted children of 14 and under 15 to leave school to enter "beneficial employment," was finally rejected on the ground that it would practically nullify the raising of the minimum age and that for a child under 15 no such employment could be considered "beneficial." In the convention regulating nonindustrial employment, limited exemp-

tion from the basic minimum age of 15 was approved for work outside school hours, but provision was also made for fixing a higher minimum age for occupations dangerous to life, health, or morals. These revised conventions mark a new high level in international child-labor standards. They now go to the various member nations of the I.L.O. for ratification.

I.A.G.L.O. holds convention in Toronto The International Association of Governmental Labor Officials will hold its twenty-third annual convention at Toronto, Canada, September 14, 15, and 16. Beatrice McConnell, Director of the Industrial Division of the Children's Bureau, is the chairman of the Child-Labor Committee of the Association. The conference will include, in addition to the delegates from the United States, representatives of most of the Canadian Provinces.

BOOK AND PERIODICAL NOTES
(Child Labor)

TECHNOLOGICAL TRENDS AND NATIONAL POLICY, INCLUDING THE SOCIAL IMPLICATIONS OF NEW INVENTIONS. U.S. National Resources Committee, Washington, 1937. 388 pp. For sale by Superintendent of Documents at \$1 (paper).

The findings of this survey show among other things that there is a trend toward an increase in the large number of inventions made each year, and that new inventions have an important influence on social institutions such as the family, church, and State, as well as upon employment trends. In order to reduce unemployment to the 1929 level in 1937, it is stated that it would be necessary to increase production of goods and services to a point 20 percent above the 1929 level. The time lag between the first development and the full use of an invention was found to be often a period of social and economic maladjustment.

Part I of this report analyzes the social aspects of technological innovations. Part II presents the relation of science to technological trends. Part III discusses the development of technological changes in various fields, such as agriculture, mineral industries, transportation, communication, power, chemical industries, electrical-goods industries, metallurgy, and the construction industries.

ACCIDENT FACTS. 1937 edition. National Safety Council, Chicago, 1937. 96 pp.

This pamphlet presents general information on accidents, including data on industrial accidents.

ACCIDENT RATES, 1936. National Safety Council, Chicago, 1937. Various paging.

This series of bulletins gives 1936 accident rates by industry. Industries included in the series are: Automobile, cement, mining and quarry industries, chemical, clay products, construction, food, foundry, glass, machinery, marine, meat packing, metal products, nonferrous metals, paper and pulp, petroleum, printing and publishing, public utility, refrigeration, steel, tanning and leather, textile, woodworking and lumbering, and miscellaneous industries. This analysis of industrial accidents includes both the frequency and severity

rates and the percentage change in these rates from 1936 to 1936. The frequency and severity rates for each industry are compared with the average injury rates for all industry. The causes of serious accidents are analyzed for each industry.

AMERICAN STANDARD SAFETY CODES. *Industrial Standardization*, vol. 8, no. 7 (July 1937), pp. 199-210.

Safety codes for more than 50 industrial occupations have been formulated by the American Standards Association. The members of the committee preparing the codes include manufacturers, employees, qualified specialists, insurance representatives, and Government representatives. After the codes are approved by the American Standards Association, they are brought to the attention of Government officials, insurance companies, and industries concerned. A recent survey showed that these codes are becoming the basis of safety regulations of State agencies.

YOUNGVILLE, U.S.A., AMERICAN YOUTH TELLS ITS STORY. National Council, American Youth Congress, New York, 1937. 64 pp.

Some of the problems confronting young people, such as unemployment, lack of vocational training, inability to remain in school because of financial circumstances, and lack of medical care are reviewed in this pamphlet. The provisions of the proposed American Youth Act are analyzed. The organization and activities of the American Youth Congress are described.

INTERNATIONAL SURVEY OF LEGAL DECISIONS ON LABOR LAW, 1935-1936. International Labor Office, Geneva, 1937. 443 pp.

This is a survey of the legal decisions on the labor laws of England, France, Germany, Italy, and the United States for 1935 and 1936. This compilation includes cases on workmen's compensation, collective bargaining, conditions of employment, protection of the individual worker, social welfare, and social insurance.

SOCIALLY HANDICAPPED CHILDREN

RECENT LEGISLATION RELATING TO STATE AND COUNTY WELFARE DEPARTMENTS

The necessity for providing for administration of public-assistance services, especially those under the Social Security Act, resulted in an unusual amount of legislation relating to State welfare departments in 1936 and the first 6 months of 1937.

The legislature in 26 States created a new State welfare department, and in 2 others (Nebraska and Texas) created a division under the State board of control responsible for public assistance and protection and services for children. During 1936 New York and Ohio also provided for reorganization of their welfare departments. In New York this was accomplished by legislative action, whereas in Ohio reorganization was affected under an executive order of the Governor. In 13 States¹ the legislation involved complete reorganization of State welfare services or added a new department to the State administrative plan. The new departments in an equal number of States² superseded a previously created department which had more limited functions. In a few of these States the name of the department was not changed but the plan of organization of the department was completely revised and its responsibilities were increased.

In all 28 States the new department or division was given responsibility for public assistance, and in some this is the chief function of the new department, other departments retaining responsibility for other phases of welfare administration.

The administrative organization of these new departments shows a definite trend towards the use of advisory or administrative boards. In 8 States administrative responsibility is vested in a board and a director appointed by the board, the board being responsible for formulation of policies and the director for actual administration. Pennsylvania created a board to assist in the establishment of policies, but the Governor appoints the director of the department. In 12 other States administrative authority is vested in the board. An

interesting situation exists in 5 of this latter group of States: in Colorado the director of the department is a member of the board and serves at the pleasure of the Governor; in Florida, Missouri, and South Dakota the director of the department is appointed by the Governor; and in Wyoming the board is an ex-officio board of which the Governor is chairman. Only 3 States failed to provide a board: in Tennessee and Washington the Governor appoints the director, and in Idaho the Governor is designated as the commissioner. Kentucky and West Virginia provide for appointment of the director by the Governor but also provide an advisory board. The director of the division of assistance of the Nebraska State board of control is also directly appointed by the Governor.

Some plan was provided in all but 8 of the 28 States for a county board or department for local administration. California authorized the creation of county boards of public welfare to supervise county institutions and approve all agencies raising funds for charitable purposes but did not give these boards responsibility for public assistance. In South Dakota the State department administers directly all welfare activities, and in Florida, Missouri, New Mexico, Tennessee, and Texas the State department is authorized to establish State district offices. Missouri, also, provided a local advisory board to assist the State commission. Kentucky authorized the State department to give "welfare services to county governments including the organization and supervision of county welfare departments," but failed to define the method of organization and functions of these departments.

Of the 20 States creating a county board or department, 7 designated the board of county commissioners or a similar fiscal body as the welfare board of the county.³ In Pennsylvania the members of the county board are appointed by the Governor. The remaining States⁴ provided for a lay board which in some States includes one or more ex-officio

¹ Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Michigan, Missouri, Montana, New Mexico, Pennsylvania, South Carolina, and West Virginia.

² Arizona, Arkansas, California, Colorado, Florida, Georgia, Nevada, Oklahoma, South Dakota, Tennessee, Utah, Washington, and Wyoming.

³ Colorado, Idaho, Kansas, Montana, Nevada, Oklahoma, and Washington.

⁴ Arizona, Arkansas, Georgia, Indiana, Iowa, Louisiana, Michigan, Nebraska, South Carolina, Utah, West Virginia, and Wyoming.

representatives. These lay boards are appointed by the county fiscal body or other designated county officials or by the State agency in accordance with the suggestions of these officials.

Although county departments were established by the laws of 20 States, in only 14 States were the county departments given responsibility for services to children. Specific authority for the county departments to provide foster-home care was given in Kansas and Wyoming. Nebraska made this provision in 1935 and in 1937 transferred this responsibility as well as other broader responsibilities for children to the county departments cooperating with the new division of assistance. Colorado, Georgia, Idaho, Indiana, Louisiana, Montana, and Utah gave the county department broader but less specific responsibilities, the county being responsible for "care and treatment of dependent, neglected, delinquent, and handicapped children." The services required in 4 States were more limited. In Iowa and West Virginia the county is charged with responsibility for cooperating with the State child-welfare division in services for children. Michigan limits county services to assisting the probate court in making investigations in children's cases and to giving supervision to the children. In South Carolina the county department is made responsible for enforcing all laws for the protection and welfare of children and for providing activities for the welfare of minors.

The importance of establishing standards for persons appointed to administer local welfare ser-

vices was recognized in 15 States⁵ by authorizing the State department to establish standards of training and experience for personnel appointed by the county board. In several of these States the State department is also authorized to establish the salary scale for county employees. Indiana did not include this provision at the time of creating county departments in 1936 but enacted such legislation in 1937. In 1937 also New York authorized the State board of social welfare to cooperate with the civil-service commission in conducting civil-service examinations for county employees. More limited authority was given in Pennsylvania where the Governor may appoint an employment board of 3 members which in cooperation with the State Board of Public Assistance will conduct examinations for State and county employees, but where no requirements can be set as to general education or as to special training and experience.

During the first 6 months of 1937 another group of States enacted legislation relating to personnel standards. Arkansas, Connecticut, Michigan, and Tennessee created civil-service commissions to classify positions and conduct examinations for appointments to State services.

⁵ Arizona, Arkansas, Colorado, Georgia, Idaho, Indiana, Kansas, Louisiana, Montana, New York, South Carolina, Utah, Washington, West Virginia, and Wyoming.

BOOK AND PERIODICAL NOTES (Socially Handicapped Children)

SOCIAL TREATMENT OF THE OFFENDER. *Social Service Review*, vol. 11, no. 2 (June 1937), pp. 216-262.

Three articles are grouped in the June issue of the *Social Service Review* under the general heading of Social Treatment of the Offender. In *Parole as Social Treatment*, Winthrop D. Lane defends the theory of parole as the continuation of control and analyzes the factors essential to the satisfactory operation of a parole system. R. Clyde White contributes the second article of the trilogy, *Sentencing and the Treatment of the Criminal*. In the third, *A Criminologist Looks at Social Work*, Sheldon Glueck discusses certain fundamentals in the interrelationship of the various branches of social work.

CHILD-WELFARE LEGISLATION, 1936. Children's Bureau. Washington, 1937. 35 pp. Mimeographed.

This digest includes legislation enacted in 1936 relating to State and local welfare departments, State public-welfare commissions, dependent and neglected children, adoption and custody, marriage, offenses against minors, juvenile and family courts, probation, mental defectives, recreation, physically handicapped children, child hygiene and public health, and child labor and compulsory school attendance.

In some cases reference to major bills that did not pass are also included. Single copies of the compilation are available from the Children's Bureau while the supply lasts.

OF CURRENT INTEREST

WORLD'S FAIR PLANS

Participation of the United States Government in a number of world's fairs and expositions to be held within the next few years was authorized by the Seventy-fifth Congress, First Session. Exhibits from the Department of Labor, including the Children's Bureau, will be specially prepared for several of these.

The United States Golden Gate International Exposition Commission was established (S.J. Res. 88) to represent the Government in the San Francisco Bay Exposition of 1939. The Commission is composed of the Secretaries of the Interior, Agriculture, Commerce, and Labor; three Senators (McAdoo from California, Pittman from Nevada, and McNary from Oregon); and three Representatives (Lea, Hawner, and Welsh, all from California). The President has appointed George Creel as Commissioner. The deficiency bill (H.R. 8245), passed during the closing days of the session, authorized an appropriation of \$1,500,000 for Government participation in this exposition. The exposition, which will celebrate the completion of the San Francisco-Oakland Bridge and the Golden Gate Bridge, will open on February 18, 1939, and will last 288 days, until December 2.

Another appropriation authorized in the deficiency bill provides \$3,000,000 for the expenses of the United States New York World's Fair Commission. This Commission was established (H. J. Res. 379) to represent the United States Government in connection with the New York World's Fair in 1939. The members of the Commission, in addition to the Secretaries of Agriculture, Commerce, and Labor, are three Members of the House of Representatives (Merritt from New York, McReynolds from Tennessee, and Wadsworth from New York), and three Members of the Senate (Copeland from New York, Wagner from New York, and White from Maine). The Commissioner, appointed by the President, is Edward J. Flynn. This fair will commemorate the one hundred and fiftieth anniversary of the inauguration of the first President of the United States and of the establishment

of the Federal Government in the city of New York. The opening date is April 30, 1939.

A third exposition to be held in 1939 is the Oklahoma City exposition commemorating the fiftieth anniversary of the opening of Oklahoma to white settlement. A Senate resolution (S.J. Res. 181) introduced in Congress would provide that the Federal Government be represented by a special committee and would authorize an appropriation of \$1,000,000. This resolution was referred to the Committee on Commerce.

The Government exhibits at these expositions will illustrate the function and administrative faculty of the Government in the advancement of industry, science, invention, agriculture, the arts, and peace, and demonstrate the historic growth and nature of American institutions, particularly as regards their adaptation to the needs of the people.

At the Pan American Exposition to be held in Tampa, Fla., in 1939, the cooperation of Latin American Governments as well as of the United States is expected. A joint resolution (S.J. Res. 166) providing for the participation of the Federal Government and authorizing the President to invite foreign nations to participate in this exposition has been passed by Congress. This act authorizes an appropriation of \$100,000. The purpose of this exposition is to commemorate the four-hundredth anniversary of the landing of Hernando De Soto in Tampa Bay.

A continuing exposition to be known as the Pacific Mercado will be held in Los Angeles commencing in the year 1940, designed to promote closer relations and better understanding among the countries and nations of the world through the furtherance of trade, industry, and cultural arts. In connection with this a world's fair commemorating the landing of Cabrillo will be held. A joint resolution recognizing the Pacific Mercado and providing for the participation of the United States (S. J. Res. 186) but not authorizing any special appropriation for this purpose, has also been passed by Congress.

ANNOUNCEMENTS

*Fifth season
of health
broadcasts*

"To America's Schools--Your Health" will be the keynote of the radio program of the American Medical Association and National Broadcasting Company during the 1937-38 season. This year, the fifth of these broadcasts, the program will be on the air during school hours--Wednesdays, from 2 to 2:30 p.m., Eastern standard time. It will be addressed particularly to teachers and students in junior and senior high schools. Tentative dates and topics for the weekly broadcasts, beginning on October 13, will appear in the October 1937 issue of *Hygeia*. *(Statement from American Medical Association.)*

*New appointments
to
Social Security Board*

The Social Security Board announced during August 1937 the appointment of two new members of the Board. George Edmund Bigge, Chairman of the Department of Economics at Brown University, was appointed August 9. Mr. Bigge was a member of the commission that wrote the Rhode Island Unemployment Compensation Act, and was the first chairman of the Rhode Island Unemployment Compensation Board. Mary W. Dewson was appointed August 23. For several years she has been a member of the board of the

National Consumers League and has served as economic consultant for the Women's Bureau in the United States Department of Labor.

Delegates appointed to international congresses in Rome

The United States Department of State has announced the appointment of delegates to attend two congresses in Rome this fall in response to an invitation from the Italian Government. The Second International Congress for the Protection of Childhood will be held September 23-26, and will be followed immediately by the Fourth International Pediatric Congress, September 27-30.

Delegates from the United States are: Dr. Henry J. Gerstenberger, Director of Pediatrics, Babies' and Children's Hospital, Cleveland, Ohio, who will act as Chairman of the Delegation; Dr. Henry F. Helmholz, Mayo Clinic, Rochester, Minn.; Dr. Irvine McQuarrie, Professor of Pediatrics, University of Minnesota, Minneapolis, Minn.; Dr. Frederick H. Allen, Director of the Philadelphia Child Guidance Clinic, Philadelphia, Pa.; and Dr. C.A. Stewart, Professor of Pediatrics, University of Minnesota.

CONFERENCE CALENDAR

Oct. 5-6	Save the Children Fund of America. Southern Mountain Child-Service Conference, Hotel McAlpin, New York. Information: Save the Children Fund, 1 Madison Sq., New York.	Oct. 20-23	National Association for Nursery Education. Seventh biennial conference Nashville, Tenn. Information: Amy Hostler, 130 East 22d St., New York. Subject: Safeguarding the early years of childhood.
Oct. 5-8	American Public Health Association. Sixty-sixth annual meeting, Hotel Pennsylvania, New York. Information: A.P.H.A., 50 West Fiftieth St., New York.	Nov. 7-13	American Education Week. General theme: Education and our national life. Information: National Education Association, Washington, D. C.
Oct. 18-21	American Dietetic Association. Twentieth annual meeting, Richmond, Va.	Nov. 28	Southern Medical Association, New Orleans, La.

Published under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307 Public Act 212, approved June 30, 1932 (47 Stat. 409). This publication approved by the Director, Bureau of the Budget, May 12, 1936.

eco-
Uni-

nt of
int-
two
l in
from
onal
l be
edi-
Con-

Dr.
les,
lio,
len-
Dr.
ver-
ed-
ild
.A.
of

du-
nce
st-
ub-
of

ne:
In-
la-

Or-